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ABSTRACT

This investigative report analyzes 1978-83 enrollment data from two national studies, selected state studies (California, Florida, Massachusetts, and New Jersey) and local school district studies (New York City, Los Angeles, Chicago) in order to determine the prevalence of exceptional bilingual students, examine general trends, and report recommendations for future data collection. Among the variables cited as affecting the accuracy of prevalence rates for culturally and linguistically diverse exceptional (CLDE) students are changing CLDE definitions, misdiagnosis, sampling error, the role of the individual school in referral and placements, and reluctance to stigmatize CLDE students as handicapped. Review of the national studies leads to such findings as that district size and racial composition correlate to disproportionate special education enrollment, and that districts with the highest disproportion levels tend to have the smallest proportion of students in bilingual programs. Among conclusions of the analysis of the state studies is that where the Hispanic population makes up more than 1% or more of the state's total population there is a trend toward underenrollment of Hispanics in gifted and talented programs and over-enrollment in classes for the mentally retarded. Analysis of the local district studies also revealed a disproportionate representation of limited-English-speaking or non-English speaking pupils in special education programs. One of 11 recommendations is that the school districts should collect and analyze information regarding the number of referrals to special education by language proficiency level within each ethnic group. (JW)

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CHAPTER 1

THE EXCEPTIONAL BILINGUAL CHILD: DEMOGRAPHY

Nancy Dew

The purposes of this investigative report are to document the prevalence[1] of exceptional bilingual children by handicapping condition, to analyze trends and patterns that present themselves in the available data, and to make recommendations for future data collection and monitoring efforts in regard to this specific population. Obtaining accurate prevalence figures enables educators to provide exceptional bilingual students with needed services and to modify those practices that prohibit access to services or improperly serve students. By analyzing the available data regarding enrollment, special educators can discover existing manpower planning and staff development needs and review the success of policies and programs developed to serve culturally and linguistically diverse exceptional (CLDE) students. In addition, funding levels can be established based on projections made with existing data.

DIFFICULTIES IN DETERMINING PREVALENCE RATES

Gathering accurate data regarding the number of exceptional children is complicated by several interacting variables. Factors identified by Hallahan and Kauffman in 1978 (pp. 8-12) included problems involving definition, diagnosis, sampling error, the role of the school, and stigma. A factor with special relevance to CLDE students is the tendency to use program placements other than special education classrooms to provide service. Typical of such placements are compensatory programs such as Title I (including Migrant programs), Title VII bilingual programs, and state and locally funded bilingual and English-as-a-second-language (ESL) programs.

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[1]Prevalence refers to the number or percent of students who currently (or at a specified point in time) require special education services.

EC 17 2502

Definitions

Determination of the national prevalence rate of CLDE students in specific special education categories varies due to changing definitions for the various programs. In California, as in many other states, dramatic changes in enrollment rates were accomplished in the period 1969-1972, when large numbers of the state's EMH (educable mentally handicapped) students were decertified based on a court-mandated reassessment. Students were decertified because a greater weight was placed on performance IQ measures and because a lower IQ cutoff score was used (Meyers, Macmillan, & Yoshida, 1978; Reschly & Jepson, 1978).

While such changes in the category of mental retardation caused dramatic fluctuations in prevalence figures during this period, another more stable phenomenon is responsible for other fluctuations in the figures reported by states. This phenomenon is the considerable variation that exists among and within states in the definitions governing categorical programs. It is very much the case that a child's state and city of residence could determine whether a particular child is served and into which category the child is placed (U.S. General Accounting Office, 1981). In the high-incidence categories (educable mentally retarded, learning disabled, and speech impaired), due to the subjective criteria involved in their definitions, considerable variation in the characteristics and number of children served in the same categorical program exists among states (Hallahan & Kauffman, 1978; U.S. General Accounting Office, 1981). In 1980-81 the enrollment figures reported by states varied from a low of 4.81% to a high of 10.64% for the percentage of children classified and served in special education programs (General Accounting Office, 1981, p. 43).

As they regard CLDE students, the definitions of specific handicapping conditions have purposefully been refined over time to prevent misplacement or overrepresentation of such children. The most significant revisions made to the definitions of categorical programs are reflected in the intent and provisions of P.L. 94-142 (Ysseldyke, 1981). State provisions and court mandates specific to CLDE students have also caused the prevalence rates to change within and among categories in a similar fashion. While it is relatively easy to alter the placement rates for specific categories of exceptionality by changes made in the definitions regarding such programs, the key issue is not "numbers of cases," a standard open to active manipulation, but rather the validity of the placement and the equity that exists in the treatment of various ethnolinguistic groups within special education.

Diagnosis

It is possible that many students demonstrate overlapping conditions and are receiving the services of two categorical programs and yet are only reported under one. This would misrepresent actual service patterns in reporting districts. However, a more important issue for CLDE students is the accuracy of the diagnosis that places such students into the categories in which they are later reported. Assessment techniques have undergone a series of changes over the last decade, causing fluctuation in the actual diagnosis that places a child in a given category for

reported purposes. A child who was reported as EMR at one point in time, using traditional testing procedures and strict cutoff points, might become learning disabled (LD) for another reporting period because the assessment procedure and the criteria used to diagnose the disability had changed.

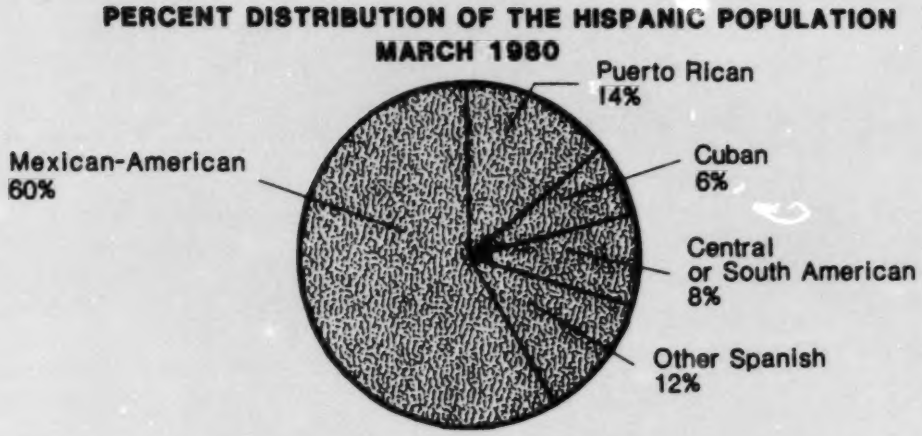
A variety of sources documents the movement that occurs between categories as diagnoses change. Notably, there have been rather dramatic shifts away from placing CLDE children in EMR classrooms, and a continuing trend to serve students previously placed in these settings in LD or other compensatory classes (Finn, 1982; Jones-Booker, 1977; Tucker, 1980; U.S. General Accounting Office, 1981). Such shifts in figures reported will continue to occur as advances in the diagnosis of disabilities for this population occur. The advent of specialized training programs for bilingual psychologists and speech pathologists holds the promise of improved diagnosis of disabilities for limited-English-proficient youngsters and of increased accuracy in placements. The increased use of noncategorical programs may further affect prevalence figures.

Sampling Error

Studies that have been conducted thus far document prevalence in particular populations and then project these findings to larger populations. In this process, there always exists the potential for error. If the sample is too small, not representative, or skewed in a particular direction, the results will not predict accurately the number of students to be served. A related problem of great importance to the accurate prediction of CLDE students is that of the degree of disaggregation of data. One problem that exists in understanding the needs of this group is the lack of ethnic or national origin separation in the data currently collected. Hispanics, Asians, and Native Americans are grouped into large undifferentiated categories that do not allow program planners to understand the needs of particular groups of children. Distinctions such as Puerto Rican vs. Cuban vs. Mexican American children, Southeast Asian vs. Chinese vs. Filipino American children, or Navajo vs. Cherokee vs. Alaskan Native American children are but a few examples of the distinctions needed in order to adequately plan for the delivery of services.

Figure 1 and Table 1 show some of the broad divisions that would be necessary to provide accurate assessments, plan individualized education programs, and upgrade the skills and knowledge of the staff who would serve such children. Additionally, it would be necessary to distinguish among students with different proficiency levels in English and in their native languages in order to assess the need for native language services and personnel. These points are listed under sampling error because we know that our samples are not as carefully defined as they need to be in order for accurate statements to be made regarding current needs of CLDE children.

FIGURE 1



Note. From the National Hispanic Center for Advanced Studies and Policy Analysis. The State of Hispanic America: Volume II. Oakland: The National Hispanic Center/BABEL, 1982, p. 6. Reprinted by permission.

TABLE 1
Languages Taught Most Frequently

Language	Number of Students enrolled	Percent of total
Total	31,338	100
Navajo	11,196	36
Cherokee	4,445	14
Dakota/Lakota	4,214	13
Papago	2,369	8
Other languages	22,224	29

Note. Information on services to American Indian and Alaskan Native students comes from the BIA study reported in Comprehensive Indian Bilingual- Bicultural Education Needs Assessment.
U.S. Department of Education. The Condition of Bilingual Education in the Nation, 1982. Rosslyn: National Clearinghouse for Bilingual Education, 1982, p. 61.

The Role of the School

Schools assume a central role in the identification of students with handicapping conditions. While some disabilities are identified in infancy and early childhood, the most frequently occurring disability categories are tied to lack of school achievement. In the major studies conducted to document the number of students enrolled in special education, we can see that not only are students identified during their school years, but also that they are most frequently identified during the elementary school period. Data collected in the 1978-79 school year show that 57% of the students enrolled in special education were in grades 6 and below. The average age of children in special education was 8 years old (U.S. General Accounting Office, 1981). Concomitantly, the preschool, secondary, and postsecondary groups are underserved by special education programs. Other groups that do not receive adequate services are migrant children, foster children, incarcerated youth, and students enrolled in a variety of private school settings (U.S. General Accounting Office, 1981).

Another trend of great importance in the resultant prevalence rates is the trend to place students in existing programs in the district, rather than to create a needed new program. The number of "slots" open in programs has also been determined to influence the placements made (U.S. General Accounting Office, 1981). Enrollment prompted by the need to maintain staff and programs has been documented as well (Tobias et al., 1982). While these practices are not embraced by all special education programs, they are widespread enough to call into question the rates of enrollment that currently exist. Another issue related to the effect of the role of the school on resultant prevalence rates is the ability of staff to accurately distinguish between students in need of special education services and those whose needs can be met in the general education classroom.

While some researchers have documented the failure of general education programs to serve students as individuals (Tucker, 1980), others point to both a capricious referral practice by some educators and at the other extreme, the reluctance to refer demonstrated by others who feel that special education settings are not adequately constructed to serve CLDE students (U.S. General Accounting Office, 1981). The school plays a key role in who is served, the categorical programs in which they are served, and the trends of over-referral discussed above

Stigma

Because of an awareness of the stigma that can result from placements in certain categorical programs, many educators are reluctant to refer underachieving children. This reluctance may be even greater regarding the referral and placement of CLDE children, because of a history of documented misplacements of such children. Therefore, children who may genuinely need such services may not receive them because of a cautious posture on the part of some educators. Another factor that comes into play is the reaction of parents to certain placements. For parents coming from diverse cultural and linguistic backgrounds and educational experiences, there may be a general lack of understanding regarding the

purpose and content of special education classes. Because of this lack of understanding, parents may deny permission to have their child tested or in extreme cases they may even move in order to avoid the placement of their child in special education. Students who may need to be served in one category may be served in another because one is less stigmatizing than the other and is thus more readily accepted by parents. These are some of the many ways in which the possible stigmatizing effect of a program can affect the behavior of educators and parents as they make educational decisions. The illustrations given serve to demonstrate possible ways in which stigma can affect the resultant prevalence rates.

Alternative Placements/Programs

This section is very much related to the section on the role of the schools. It is being discussed separately, however, because of its importance to the prevalence rates reported for CLDE children. The existence of alternative programs in which underachieving students can be served dramatically affects the rates of participation in special education classrooms. For many students, alternative settings available are limited to Chapter I programs or school-developed compensatory programs. If a student is underachieving, the availability of such alternatives can affect whether or not the child is referred to special education. For CLDE students, a greater variety of program options can exist. These include migrant education programs (Title I funded), bilingual education programs (Title VII and state funded), and ESL classes (Title I and district funded), to name the most commonly available programs. Bilingual students who exhibit learning difficulties may be served in these settings rather than be referred to special education, thereby reducing the number of students reported as in need of special eduction services. Additionally, Title I basic skills programs (reading and mathematics) tend to be used as a "first placement" for students who are not succeeding in the general education classroom, be they monolingual special needs or bilingual youngsters who have exhibited a need for a bilingual program (McKay & Michie, 1982).

With the advent of P.L. 94-142, which required the provision of special education services to qualified students, the use of Title I programs for monolingual special needs students diminished. However, the use of Title I to provide language-related services to bilingual students has not diminished (McKay & Michie, 1982). By analyzing the data reported by the Office of Civil Rights in 1978 on a district-by-district basis, it can be seen that districts with bilingual programs have less disproportionality in their program enrollments than is the case in districts without bilingual programs. This suggests that students are served in special education settings to a greater extent when no bilingual program options exist (Finn, 1982). This fact raises questions as to whether bilingual students needing special education services are not being served and counted in special education settings when other program options exist, or whether students erroneously served in special education are better served in districts with Title I and bilingual program options. It is possible that both of these trends exist simultaneously, which would contribute to both underestimating and overestimating the numbers of CLDE students (Finn, 1982).

STUDIES DOCUMENTING THE NUMBERS AND CHARACTERISTICS OF CLDE STUDENTS IN THE UNITED STATES

The studies reported here cover the period 1978 through 1983 in order to be relevant to educators currently planning services for CLDE students. Three broad areas are covered: national studies, state-by-state studies, and LEA (local school district) studies. In each of these sections, issues that emerge regarding the target student population or regarding data collection efforts are discussed. In the interest of brevity, issues are presented under only one of the three major divisions, even though the issues could pertain equally to all of the studies reported. Readers who wish a more comprehensive analysis of the data are referred to the original sources which contain a wealth of information regarding the target group.

National Studies

Two major national studies are conducted at regular intervals to determine the prevalence of children receiving special education services. They are the Office of Civil Rights (OCR) survey, conducted biannually, and the Office of Special Education Programs (OSEP) Child Count, conducted annually. Each of these studies has a different purpose. The OCR study is conducted primarily to assess compliance of LEA's (local education agencies) with civil rights statutes, and the OSEP study is conducted to determine P.L. 94-142 funding levels for states, based on reported and projected child counts. There are differences in the counts obtained by these two surveys, with the OSEP child count almost 23% higher than the OCR totals. Differences in the figures obtained by the two efforts are generally attributed to the differences in purpose, data collection methods, timing of the data collection, and reporting content and procedures (U.S. Accounting Office, 1981). While at the district level it is acknowledged that the OCR counts may be underestimates and while no assurances exist that the OSEP child count data are entirely accurate either, in general, confidence is placed in the findings of these surveys.

Based upon these two major national studies, a summary of the numbers and characteristics of children served in special education is presented here. This summary proceeds from characteristics that apply to the entire special education population to those that apply specifically to the CLDE subgroup.

In the 1980-81 school year, 10.08% of the estimated 3- to 21-year-old population were reported as receiving special education and related services. This is well below the number anticipated in 1974 by the Office of Special Education prior to the enactment of P.L. 94-142, despite major efforts on the part of all states to locate students who qualify for services. As a result, there are many who question the original 12% estimate proposed by the OSEP (U.S. General Accounting Office, 1981). As previously stated, based on data gathered in 1980-81, the actual prevalence rates that existed in states ranged from a low of 4.81% in New Hampshire to a high of 10.64% in Utah (U.S. General Accounting Office, 1981). Program planners who attempt to project the population of CLDE students in need of special education services using

school enrollment or census figures and multiplying by expected prevalence rate need to bear this variation in mind when projecting such figures. The 12% rate seems unjustifiably high and program planners might do well to use the existing local rate, rather than this predicted national rate, which has never been realized. Using 1981-82 figures, the national proportion of children served as handicapped was reported at 10.47%, remaining fairly stable compared to the previous year's rate of 10.08% (U.S. Dept. of Education, 1983).

In the fall of 1978, figures were compiled regarding the numbers of students served in special education by racial/ethnic breakdown. Table 2 demonstrates that while white students were 75% of the national enrollment they were only 71% of the special education population. Black students made up 16% of the national enrollment and 21% of the special education population. Hispanics comprised 7% of the national enrollment and 6% of the special education population, and Asian American and Native Americans comprised approximately 1% of both the national and special education enrollments nationwide.

Based on the OCR survey conducted in 1978, it is also apparent that males are over-represented in special education settings. They are 3 times as likely to be placed in programs for the seriously emotionally disturbed and 2 1/2 times as likely to be placed in classes for the learning disabled as girls; they are also over-represented in classes for the mentally retarded in significant proportions. This phenomenon is uniform across geographic regions and tends to become more aggravated in lower SES districts (Finn, 1982; Heller, 1982; U.S. Accounting Office, 1981).

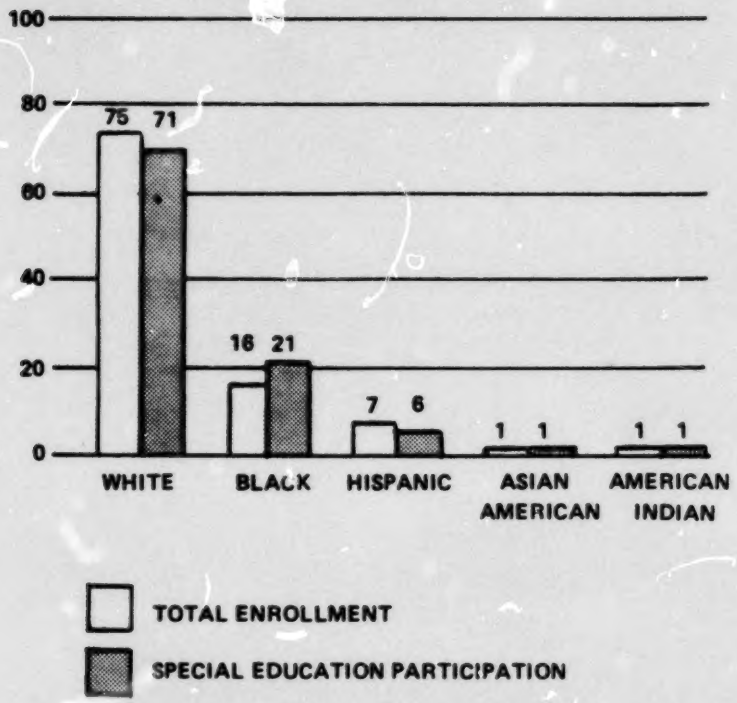
As has already been described, 67% of the handicapped students are 12 years of age or younger; the mean age is 8. Overall, the enrollment figures demonstrate that the preschool, secondary, and postsecondary groups are under-served by special education programs (U.S. General Accounting Office, 1981).

A significant negative relationship exists between racial disproportion and socioeconomic status (SES) for each minority group except Asian or Pacific Islanders. The relationship is strongest for Native American and Alaskan native students, and least strong for students of Hispanic origin. That is, in districts with lower SES populations, the disproportionate enrollment of minority students was greater than in higher income districts (Finn, 1982).

Data regarding the enrollment of children in specific special education programs across ethnic/racial groups is reported in Tables 3, 4, and 5. These tables represent figures collected by the Office of Civil Rights in 1978 and 1980. It is important to note the different ways in which data are reported, making it difficult to contrast trends over time without returning to the original sources to convert the data to the same format for analysis. Yet all of these tables (two for 1978 and one for 1980) demonstrate differing patterns of under- and over-enrollment for each ethnic/racial group in the different categorical programs.

TABLE 2

DISTRIBUTION OF CHILDREN ENROLLED IN ELEMENTARY AND SECONDARY SCHOOLS BY RACE-ETHNICITY AND DISTRIBUTION OF CHILDREN PARTICIPATING IN SELECTED EDUCATION PROGRAMS BY RACE-ETHNICITY DURING THE SCHOOL YEAR 1978-1979 (IN PERCENTS)[1,2]



[1] SOURCE: FALL 1978 ELEMENTARY AND SECONDARY SCHOOLS CIVIL RIGHTS SURVEY

[2] SELECTED SPECIAL EDUCATION PROGRAMS INCLUDED THOSE FOR THE EDUCABLE MENTALLY RETARDED, TRAINABLE MENTALLY RETARDED, SERIOUSLY EMOTIONALLY DISTURBED, SPECIFIC LEARNING DISABLED, AND SPEECH IMPAIRED.

Note. From U.S. General Accounting Office. Disparities still exist in who gets special education. (Report by the Comptroller General to the Chairman, Subcommittee on Select Education, Committee on Education and Labor, House of Representatives of the United States; Report IPE-81-1) Washington, D.C.: U.S. General Accounting Office, Sept. 30, 1981, p. 32.

TABLE 3
Nationwide Special Education Placements for Specific Racial or Ethnic Groups

Student Group	American Indian/ Alaskan Native	Asian/ Pacific Island	Hispanic	Black	White
Percentage of Student Population[a]	.79	1.42	6.75	15.72	75.32
Percentage in Special Education Programs:[b]					
Educable Mentally Retarded (EMR)	1.73	.37	.98	3.46	1.07
Trainable Mentally Retarded (TMR)	.23	.15	.24	.39	.19
Seriously Emotionally Disturbed (SED)	.33	.10	.29	.50	.29
Specific Learning Disabilities (SLD)	3.49	1.27	2.58	2.23	2.32
Speech Impaired (SI)	1.87	1.85	1.78	1.87	2.04

Note. From Finn, J.D. (1982). Patterns in special education placement as revealed by the OCR survey. In Heller, K.A., and others, Placing children in special education: Equity through valid educational practices. Final report. ERIC Document Reproduction Service No. ED 217 618, p. 55.

[a]From State, Regional, and National Summaries of Data from the 1978 Civil Rights Survey of Elementary and Secondary Schools, prepared for the Office of Civil Rights by Killalea Associates, Inc., April 1980. On estimated total school enrollment of 41,836,257 students.

[b]Percentages are based on weighted projects to national totals from 1978 OCR survey data.

TABLE 4
Department of Education, Office for Civil Rights
1980 Elementary and Secondary Schools Civil Rights Survey
National Summary of Reported Data

Student Group	Am In	Asian	Hisp	Black	Minority	White	Total	Male	Female	Hand	IEP
Enrollment:											
Number	199,144	638,085	2,573,628	57,188,590	9,129,607	19,366,847	28,496,454	14,616,530	13,878,730	2,390,245	771,867
Percent	0.7	2.2	9.0	20.1	32.0	68.0	100.0	51.3	48.7	8.4	2.7
Expulsions:											
Number	1,172	271	10,813	23,174	35,430	60,623	95,953	67,982	37,942	2,111	N/A
% of Total	1.2	0.3	11.3	24.2	36.9	63.1	100.0	70.8	29.1	2.2	N/A
P. Rate[a]	5.9	0.4	4.2	4.1	3.9	3.1	3.4	4.7	2.0	0.9	N/A
Suspensions:											
Number	8,582	11,295	129,912	575,888	725,677	968,332	1,684,009	1,164,324	526,355	45,012	N/A
% of Total	0.5	0.7	7.7	34.2	43.1	56.9	100.0	69.1	31.3	2.7	N/A
P. Rate[a]	43.1	17.7	50.5	100.7	79.5	49.5	59.1	79.7	37.9	18.8	N/A
Corp. Punishment:											
Number	5,679	2,201	61,998	336,507	406,385	621,633	1,027,918	824,941	202,944	34,079	N/A
% of Total	0.6	0.2	6.0	32.7	39.5	60.5	100.0	80.3	19.7	3.3	N/A
P. Rate[a]	28.5	3.4	24.1	58.8	44.5	32.1	36.1	56.4	14.6	14.3	N/A
Gifted/Talented:											
Number	2,657	34,112	42,616	87,081	166,466	617,706	784,141	377,683	406,809	N/A	N/A
% of Total	0.3	4.4	5.4	11.1	21.2	78.8	100.0	48.2	51.9	N/A	N/A
P. Rate[a]	13.3	53.5	16.6	15.2	10.2	31.9	27.6	25.8	29.3	N/A	N/A
EMR:											
Number	3,461	1,997	19,404	181,816	206,678	194,615	401,293	241,394	159,817	N/A	4,536
% of Total	0.9	0.5	4.8	45.3	51.5	48.5	100.0	60.2	39.8	N/A	1.1
P. Rate[a]	17.4	3.1	7.5	31.8	22.6	10.0	14.1	16.5	11.5	N/A	5.9
TMR:											
Number	554	1,028	6,433	23,070	31,085	44,371	75,456	42,989	32,332	N/A	1,581
% of Total	0.7	1.4	8.5	30.6	41.2	58.8	100.9	57.0	42.8	N/A	2.1
P. Rate[a]	2.8	1.6	2.5	4.0	3.4	2.3	2.6	2.9	2.3	N/A	2.0
Speech Impair.:											
Number	3,657	10,011	45,223	117,111	176,002	443,645	619,647	391,656	228,103	N/A	13,501
% of Total	0.6	1.6	7.3	18.9	28.4	71.6	100.0	63.2	36.8	N/A	2.2
P. Rate[a]	18.4	15.7	17.6	20.5	19.3	22.9	21.7	26.8	16.4	N/A	17.5

Continued on page 12

TABLE 4 (Continued)

Ser. Emot. Dist.:											
Number	1,022	637	10,802	42,634	55,095	94,191	149,286	116,089	32,656	N/A	1,424
% of Total	0.7	0.4	7.2	28.6	36.9	63.1	100.0	77.8	21.9	N/A	1.0
P. Rate[a]	5.1	1.0	4.2	7.5	6.0	4.9	5.2	7.9	2.4	N/A	1.8
Spec. Learn Dis.:											
Number	7,863	9,046	76,026	176,548	263,483	621,750	891,233	643,490	247,532	N/A	14,572
% of Total	0.9	1.0	8.5	19.8	30.2	69.8	100.0	72.2	27.8	N/A	1.6
P. Rate[a]	39.5	14.2	29.5	30.9	29.5	32.1	31.3	44.0	17.8	N/A	18.9
Bilingual:											
Number	11,165	102,709	525,049	6,073	644,996	40,022	685,018	N/A	N/A	N/A	N/A
% of Total	1.6	15.0	76.6	0.9	94.2	5.8	100.0	N/A	N/A	N/A	N/A
Graduates:											
Number	9,096	34,558	102,419	286,250	432,323	1,449,069	1,861,412	914,441	967,038	39,120	N/A
% of Total	0.5	1.8	5.4	15.2	23.0	77.0	100.0	48.6	51.4	2.1	N/A
P. Rate[a]	45.7	84.2	39.8	50.1	47.4	74.8	65.0	62.8	69.7	16.5	N/A

Special Ed:	2,608,417	Restrictive Policy For		Schools With Accessible	
Special Ed:	2,567,557	Pregnant Students:	577	Entrances:	35,923
Elsewhere:	144,575	Medical Cert Only:	540	Restrooms:	26,292
Evaluated:	144,516	Separate Programs:	2,768	Science Labs:	10,708
Receiving Services:	14,724	Mandatory Programs:	126	Pupils in Wheelchairs:	27,807
				Accessible Classrooms:	838,326
				Total Classrooms:	1,353,227

	Single Sex Classes		Mixed Classes					
	Males	Females	Males	Females		Males	Females	Teams
Home Economics	11,710	311,126	604,676	1,026,544	All Female Teams		1,450,687	86,952
Industrial Arts	357,239	8,736	1,342,206	595,436	All Male Teams	2,572,204		118,438
Physical Ed	1,033,757	941,386	3,966,077	3,645,380	Teams Both Sexes	210,685	129,192	21,183

Note. From DBS Corporation. (1982, March). 1980 elementary and secondary schools civil rights survey: National survey. ERIC Document Reproduction Service No. ED 219 477, p. 12.

[a]P. Rate = Participation rate, which is rate per thousand.

TABLE 5
Distribution Of Children Receiving Special Education By Nature Of Handicapping Condition And Race/Ethnicity, School Years 1978-79 (In Percents)

Handicapping condition	American Indian	Asian American	Black	White	Hispanic
Educable mentally retarded	22.6[a]	10.0	41.0	18.1	16.7
Trainable mentally retarded	3.0	4.1	4.7	3.3	4.0
Emotionally disturbed	4.4	2.7	6.0	5.0	5.0
Learning disabled	46.0	34.0	26.3	39.2	44.0
Speech impaired	24.0	49.3	22.1	34.5	30.2
Totals[b]	100.0	100.1	100.1	100.1	99.9

Note. From Fall 1978 Elementary and Secondary School Civil Rights Surveys. U.S. General Accounting Office, 1982, p. 62.
Note. Figures are in percentages. Analysis is limited to the five handicapping conditions presented.
[a]Interpret as 22.6 percent of all American Indian students who were in special education in school year 1978-79 were in an educable mentally retarded program.
[b]Totals may not sum to 100 due to rounding.

Within the categorical programs it is important to notice that 85% of all children receiving special education are served in three categories: learning disabilities, speech impairments, and mental retardation. Programs for learning disabled students enrolled 36% of the special education students, for the speech impaired enrolled 30% of the students, and for the mentally retarded enrolled 19% of the students. It was also reported in the OSE 1980-81 data that 51% of children in special education have mild handicaps, 36% have moderate handicaps, and 13% have severe handicaps (U.S. General Accounting Office, 1981).

In its Fifth Annual Report to Congress on the implementation of P.L. 94-142, the Office of Special Education Programs of the U.S. Department of Education reported increases in the numbers of students served in the categories of learning disabled, emotionally disturbed, and multihandicapped children. In the categories of speech impaired, mentally retarded, other health impaired, deaf and hard of hearing, and orthopedically and visually handicapped students, decreased numbers were reported. Growth in the LD category between the period of 1977-78 to 1981-82 assumed the tremendous proportion of 104% (U.S. Department of Education, 1983). In 1980-81, in six states learning disabled students made up more than 50% of all handicapped students served; in 12 additional states they comprised more than 40% of the children served (U.S. General Accounting Office, 1981). Such trends are important backdrops against which to study the patterns of under- and over-enrollment presented regarding CLDE children.

An interesting finding that emerges in the data is that there are specific characteristics exhibited by districts where disproportionate enrollment is great. Two important characteristics that correlate to disproportionate enrollment are the size of the district and the racial composition of the district. These issues are explored here using national studies, but might be equally valid regarding state and local data presented later in this paper.

In general the data of large districts obscure that of smaller districts when figures are collected for examination on a state-by-state basis. Smaller districts examined separately typically demonstrate characteristics not common to their urban counterparts. In small school districts there are problems caused by the presence or absence of certain categorical programs. For example, while the degree of disproportion in EMR placement is directly related to the size or existence of EMR programs, in general in small school districts the disproportion in EMR minority placements is particularly large and may be in need of in-depth federal investigation (Heller, 1983).

Another interesting trend emerges in districts based on size of the district and percentage of minority enrollments. Among medium-sized and large districts, as the percentage of minority enrollments increases, disproportionate enrollment decreases. In contrast, in small districts with more than 50% minority enrollments, there is evidence of increased disproportions. Possible causes for such trends would include

differences in assessment and placement procedures, differences in definitions used in categorical programs, and the availability of facilities and resources other than special education to service minority students (Finn, 1982).

Another interesting finding is that districts with the highest disproportion levels have the smallest proportion of students in bilingual programs (Finn, 1982). It is possible, therefore, that students in need of bilingual programs are misclassified in special education when no bilingual programs are available to serve them. For large districts with high Hispanic enrollment, 78% have bilingual education programs available. In such districts, the lowest disproportions in EMR and SLD programs are seen for Hispanic students (Finn, 1982). Tables 6 and 7 demonstrate how the rates of enrollments in different categorical programs vary as the minority composition of the school varies. Without such disaggregation of data, it would be impossible to truly understand the patterns of enrollment that exist among districts in their special education programs.

Trends can also be isolated by geographic locale, since programs with greater percentages of certain minority populations are found in particular regions of the country. Such is the case for students of Asian or Pacific Island origin who nationally are enrolled in special education programs at rates considerably below those for whites. However, in small districts in several western states, positive disproportions are found in the enrollment figures. By comparison, Hispanic students are placed in EMR settings at rates close to those for nonminority students in California and New York in districts of all sizes. In Arizona, Colorado, and New Mexico, two patterns exist: Small or negative disproportions exist when the percentage of Hispanic students enrolled in the district is below 50%. However, when the enrollment figure for Hispanics reaches 70% or more, EMR disproportion is high. In Texas, the disproportion is relatively large in all districts with 10% or more Hispanic students and small among districts with smaller Hispanic enrollment (Finn, 1982; Heller, 1982).

The above discussion demonstrates that district size, geographic location, and percentage of minority enrollment interact in various ways and produce trends that merit further study to determine their exact cause. Other district characteristics that could be correlated to enrollment patterns to determine the kinds of relationships that exist include the availability of minority diagnostic and instructional staff, the policies and practices that demonstrate administrative support for the equitable treatment of ethnolinguistic minority students, the degree of community or legal pressure applied to particular school districts, and the rural, suburban, and urban distinctions that could be drawn among districts.

TABLE 6
Department of Education, Office For Civil Rights
1980 Elementary and Secondary Schools Civil Rights Survey
National Summary of Reported Data
Participation in Gifted/Talented Programs By Percent Minority Composition of School

Gifted/Talented Programs		Minority Composition of School				
		0-20%	20-40%	40-60%	60-80%	80-100%
Member:	Minority	17,298	22,429	30,389	31,060	65,290
	Non-Minority	349,370	144,244	82,646	32,100	9,345
Participation Rate:	Minority	19.0	15.0	19.1	22.3	17.5
	Non-Minority	26.2	40.4	50.6	52.6	46.1

Note. From DBS Corporation. (1982, March). 1980 elementary and secondary schools civil rights survey: State summaries. Volume I. ERIC Document Reproduction Service No. ED 219 478, p. 18.

TABLE 7
Department of Education, Office for Civil Rights
1980 Elementary and Secondary Schools Civil Rights Survey
National Summary of Reported Data
Special Education Program Participation by
Percent Minority Composition of School

Special Education Group		Minority Composition of School				
		0-20%	20-40%	40-60%	60-80%	80-100%
Total Special Education						
Number:	Minority	92,659	158,863	143,858	106,776	236,187
	Non-Minority	954,438	260,385	118,780	45,724	19,245
P. Rate[a]:	Minority	101.6	106.5	90.4	76.6	63.1
	Non-Minority	71.5	72.9	72.7	74.9	94.9
EMR						
Number:	Minority	23,064	47,354	42,420	27,921	65,929
	Non-Minority	132,865	34,009	16,991	7,141	3,609
P. Rate[a]:	Minority	25.3	31.8	26.6	20.0	17.6
	Non-Minority	10.0	9.5	10.4	11.7	17.8
TMR						
Number:	Minority	2,711	5,714	6,876	6,135	9,649
	Non-Minority	24,675	9,914	5,975	2,578	1,229
P. Rate[a]:	Minority	3.0	3.6	4.3	4.4	2.6
	Non-Minority	1.8	2.8	3.7	4.2	6.1
Speech Impaired						
Number:	Minority	22,679	35,067	33,832	25,759	58,665
	Non-Minority	306,947	80,708	37,081	13,749	5,160
P. Rate[a]:	Minority	24.9	23.5	21.3	18.5	15.7
	Non-Minority	23.0	22.6	22.7	22.5	25.4
Seriously Emotionally Disturbed						
Number:	Minority	5,914	10,357	10,193	7,847	20,784
	Non-Minority	59,289	18,842	9,985	3,844	2,231
P. Rate[a]:	Minority	6.5	6.9	6.4	5.6	5.6
	Non-Minority	4.4	5.3	6.1	6.3	11.0
Specific Learning Disabled						
Number:	Minority	38,301	60,371	50,637	39,114	81,160
	Non-Minority	430,662	116,912	48,748	18,412	7,016
P. Rate[a]:	Minority	42.0	40.5	31.7	28.1	21.7
	Non-Minority	32.3	32.7	29.9	30.1	34.6

Note. From DBS Corporation. (1982, March). 1980 elementary and secondary schools civil rights survey: State summaries. Volume II. ERIC Document Reproduction Service No. ED 219 479, p. 19

[a]P. Rate = Participation rate, which is rate per thousand.

State-by-State Reports of CLDE Students

The reports presented in this section include the office of Civil Rights State Summaries of Reported Data for the year 1980 (DBS Corporation, 1982), and special studies that analyze trends in the states of California, Colorado, Florida, Massachussetts, Texas, and New Jersey. The issues considered here include the trend toward placing ethnolinguistic minority students in LD rather than EMR programs, the disproportions that exist across ethnic groups in programs for the gifted and talented, and the variation in treatment received by CLDE students depending on the geographic locale and specific internal characteristics of the district in which they are served.

Table 8 presents a summary of states where the Hispanic population makes up 1% or more of the state's total population. It can be seen that for five of the states listed, Hispanics represent more than 10% of the state's population. For four additional states, the percentage exceeds 5% of the state's total population. Because of their relative ranking as states with high Hispanic population totals, and in order to give some variety in terms of geographic location, information from the 1980 OCR study is presented for the states of California, Colorado, Texas, Illinois, New York, Massachusetts, and Florida (Table 9).

General Trends. A surface analysis of the 1980 data suggests that for the states selected, proportional or over-enrollment in gifted and talented programs is the case with White and Asian students. This pattern is somewhat modified in Colorado, New York, and Massachusetts where Blacks also appear to be more proportionately enrolled. In general, Asian students, who tend to be over-enrolled in programs for the gifted and talented, tend to be under-enrolled in the other categories. In states where this is not the case, a higher enrollment of Asian students also exists in the category of speech impaired. Since the numbers of Native American students are small, it is difficult to discuss trends for this group. Hispanics tend to be under-enrolled in programs for the gifted and talented, and over-enrolled in classes for the mentally retarded. There are some exceptions to this pattern in the states selected, notably Illinois and Florida. While not of principal interest in this study, it appears to be still very much the case that the greatest disproportions in enrollment in special education classrooms exist for Black students (with the exception of Massachusetts).

These tables, or those of the 1982 OCR survey, would provide excellent sources from which to construct in-depth analyses such as that conducted by Finn in 1982. It is unfortunate that such analyses are not routinely carried out for the benefit of educators serving CLDE students, but are dependent on the interest and dedication of individual researchers.

TABLE 8
States Ranked According to Hispanic Population

State	Rank	Hispanic Population	Hispanic % of State Total	% of U.S. Hispanic Population
California	1	4,543,770	19.2	31.1
Texas	2	2,985,643	21.0	20.4
New York	3	1,659,245	9.5	11.4
Florida	4	857,898	8.8	5.9
Illinois	5	635,525	5.6	4.4
New Jersey	6	491,867	6.7	3.4
New Mexico	7	476,089	36.6	3.3
Arizona	8	440,915	16.2	3.0
Colorado	9	339,300	11.7	2.3
Michigan	10	162,388	1.8	1.1
Pennsylvania	11	154,004	1.3	1.1
Massachusetts	12	141,043	2.5	1.0
Connecticut	13	124,499	4.0	.9
Washington	14	119,986	2.9	.8
Ohio	15	119,880	1.1	.8

Note. From U.S. Department of Commerce News, July 17, 1981 CB81-118 as cited in The National Hispanic Center for Advanced Studies and Policy Analysis, 1982, p. 7.

TABLE 9
Department of Education, Office for Civil Rights
1980 Elementary and Secondary Schools Civil Rights Survey
Special Education Program Participation by
Percent Minority Composition of State

State	American Indian	Asian	Hispanic	Black	White
California					
% of enrollment	.8	7.1	26.1	11.9	64.7
" G/T	.4	10.8	9.8	6.6	72.4
" EMR	.7	2.5	28.7	24.4	43.7
" TMR	.5	5.2	27.3	15.8	51.3
" S/I	.5	4.9	26.0	9.2	59.4
" ED	.5	1.5	19.9	29.2	48.9
" SLD	.8	1.7	21.9	12.9	62.8
Colorado					
% of enrollment	.6	1.9	15.3	5.4	76.9
" G/T	.4	3.0	15.2	9.0	72.5
" EMR	.7	.7	22.3	12.3	64.1
" TMR	.2	1.5	20.2	4.1	74.0
" S/I	.4	2.2	16.1	4.5	76.8
" ED	.6	.5	11.2	10.2	77.5
" SLD	.4	.6	15.6	6.9	76.5
Texas					
% of enrollment	.2	1.2	30.0	16.6	52.0
" G/T	.1	1.7	15.7	11.2	71.3
" EMR	.1	.3	30.0	38.5	31.1
" TMR	.1	.4	36.6	25.2	37.7
" S/I	.1	.7	27.0	15.4	56.8
" ED	.1	.2	17.5	16.4	65.7
" SLD	.1	.2	30.7	19.6	49.3

TABLE 9 Continued

State	American Indian	Asian	Hispanic	Black	White
Illinois					
% of enrollment	.1	1.7	8.4	29.6	60.2
" G/T	.1	2.2	3.7	18.9	75.2
" EMR	.4	.6	4.2	58.8	35.9
" TMR	.7	.9	7.5	33.6	57.3
" S/I	.3	2.4	5.7	20.7	70.8
" ED	1.7	.5	4.5	35.7	57.5
" SLD	.3	.9	5.1	24.2	69.6
New York					
% of enrollment	.2	2.4	18.4	20.9	57.1
" G/T	.3	6.6	13.4	23.5	56.1
" EMR	.2	.5	17.3	38.1	43.8
" TMR	.1	1.6	24.3	32.3	41.6
" S/I	.3	1.6	8.2	15.1	74.9
" ED	.1	.3	22.0	48.1	29.4
" SLD	.2	.7	11.6	21.5	66.0
Massachusetts					
% of enrollment	.1	1.4	4.8	9.1	84.6
" G/T	.1	2.8	2.8	9.9	84.3
" EMR	.1	.4	6.2	5.4	87.8
" TMR	.0	1.1	3.2	1.1	94.6
" S/I	.0	1.0	2.3	2.0	94.7
" ED	.3	.3	3.7	4.7	91.0
" SLD	.1	.2	2.1	2.5	95.2
Florida					
% of enrollment	.1	.8	8.0	23.1	68.0
" G/T	.0	1.3	1.5	3.2	94.0
" EMR	.1	.1	3.5	63.7	32.7
" TMR	.1	.4	7.8	35.3	56.4
" S/I	.1	.7	4.9	29.7	64.7
" ED	.1	.2	2.9	33.6	63.4
" SLD	.1	.2	6.9	29.2	63.7

Note. From DBS Corporation, 1980. Elementary and secondary school civil rights survey: State summaries. Volume I of II. ERIC Document Reproduction Service No. ED 219 478, March, 1982.

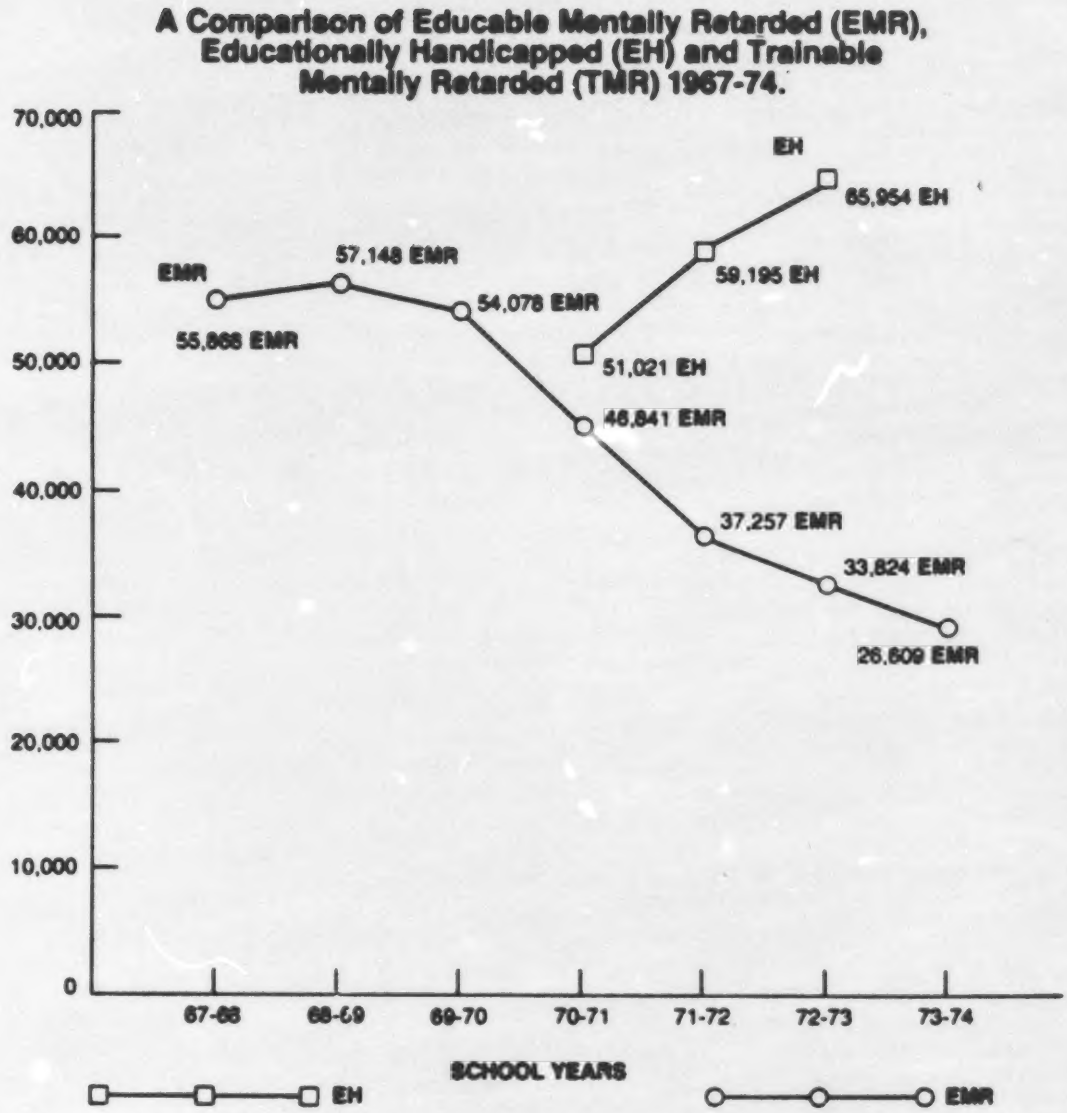
Analysis of Selected States in the 1980 OCR Survey and Other State Studies

California. Various studies conducted in California attest to the movement that occurred in the period 1968-1974 when large numbers of students previously enrolled in EMH programs were documented as being served instead in EH (educationally handicapped) classes (Jones-Booker, 1977; Meyers, Macmillan, & Yoshida, 1978) (see Figure 2). Others report that while earlier serious over-enrollment problems existed for Hispanic students in special education classrooms, based on current data, Hispanics are now seriously under-represented. The shift from over-enrollment to under-enrollment is attributed to current legislation in California (A.B. 1870), which requires all districts to submit incidence figures as a part of their Master Plans to eliminate the "retarded" category (Pacheco, 1983).

Florida. According to a report issued in April 1982, Hispanic students comprise 7.99% of the preschool through 12th grade population in Florida. In some school districts in Florida, Hispanic students comprise even greater percentages of the school enrollment. In Dade County they make up 37.63% of the student population; in Hardee, 19.26%; in Collier, 19.09%; in Hendry, 13.91%; and in Monroe, 13.01%. When statewide percentages of Hispanics are compared with special education enrollments, a pattern of under-enrollment emerges in all programs except the TMR program, where they are more proportionately enrolled (State of Florida, 1982). Since the data presented is aggregated for the entire state, it isn't possible to analyze trends that may present themselves in those counties with greater Hispanic enrollment listed above. No figures were provided for other language groups. This data is very similar to the data provided in the 1980 OCR survey, and it is presumed that these are the actual figures submitted for that survey.

Massachusetts. In June of 1978, the Massachusetts Advocacy Center released its report Double Jeopardy: The Plight of Minority Students in Special Education. In this report, it was demonstrated that minority enrollment rates in special education were significantly different from the enrollment rates of nonminority students, that minority students were disproportionately placed in the most restrictive programs, and that minority students were under-represented in special day and residential prototypes. In their third report on the status of those districts first cited, issued in December 1980, it was reported that four of the nine school districts originally cited were no longer demonstrating disproportionate placements. Signs of progress were also reported in the other five districts, where attempts were under way to remedy the situation (Massachusetts Advocacy Center, 1980). This effort to overcome the reported prima facie denial of Hispanic and Black students' rights was also the focus of a presentation made at the February 1981 Conference on the Exceptional Bilingual Child (McDonnell, 1981). In the remedial plans submitted, most of the original districts cited proposed programs that would review the placement of minority students, hire bilingual/bicultural staff, provide inservice training, refine assessment procedures, increase program alternatives available, improve the instructional environment in special education classrooms, and make

FIGURE 2



Note. From Jones-Booker, R. Evaluation of educable mentally retarded programs in California. (A report prepared by the California Advisory Committee to the U.S. Commission on Civil Rights). ERIC Document Reproduction Service No. 144 326, May, 1977, p. 11.

additional efforts to involve and train parents. A surface analysis of the OCR data reported in 1980 seems to support the findings of the third report of the Massachusetts Advocacy Center. While these OCR figures represent all districts in the state and not just the districts cited, one could argue, based on the two studies, that monitoring efforts initiated in Massachusetts seem to be producing the desired results. The role that monitoring can play in achieving education equity is discussed later in this report.

New Jersey. In a report issued by the New Jersey State Department of Education in November 1980 the following findings were reported:

1. Within the state of New Jersey a disproportion exists between White and racial/ethnic minority students in the classification of children as handicapped.

2. This disproportion is primarily found in the EMR and ED classifications, with Hispanics and Blacks having a higher representation.

3. Many individual school districts evidence excessive rates of disproportion that cannot be explained by unique local conditions.

4. Low SES students have an increased chance of being labeled as EMR.

5. The assessment practices used with minority youngsters were cited as contributing to the disproportionate enrollments found.

Data used for this study were collected in a survey covering the period 1979-1980. Evidence of disproportionate enrollment in other categorical programs for minority groups is also given in this study (Manni et al., 1980).

LEA (Local Education Agency) Studies

According to a report issued by the U.S. Department of Commerce News on July 17, 1981, there are 25 cities in the United States with Hispanic populations of 50,000 or more (The National Hispanic Center for Advanced Studies and Policy Analysis, 1982). These cities are located in 10 states: Arizona, California, Colorado, Florida, Illinois, New Jersey, New Mexico, New York, Pennsylvania, and Texas (see Table 10). Because of the magnitude of the task of reporting on enrollment patterns in individual districts in the U.S., three districts have been selected to serve as examples, those ranking first, second, and third in terms of their Hispanic population figures. Additionally, a report that identified 100 cities with disproportionate minority enrollment based on 1978 OCR data will be briefly reviewed.

TABLE 10
25 Cities with Hispanic Populations of 50,000 Or More

Rank	Cities	Population
1	New York	1,405,957
2	Los Angeles	815,989
3	Chicago	422,061
4	San Antonio	421,774
5	Houston	281,224
6	El Paso	265,819
7	Miami	144,087
8	San Jose	140,574
9	San Diego	130,610
10	Phoenix	155,572
11	Albuquerque	112,084
12	Dallas	111,082
13	Corpus	107,908
14	Hialeah	103,175
15	Denver	91,937
16	Santa Ana	90,946
17	Laredo	85,076
18	San Francisco	83,373
19	Tucson	82,189
20	Brownsville	71,139
21	Austin	64,766
22	Philadelphia	63,570
23	Newark	61,254
24	Fresno	51,489
25	Long Beach	50,700

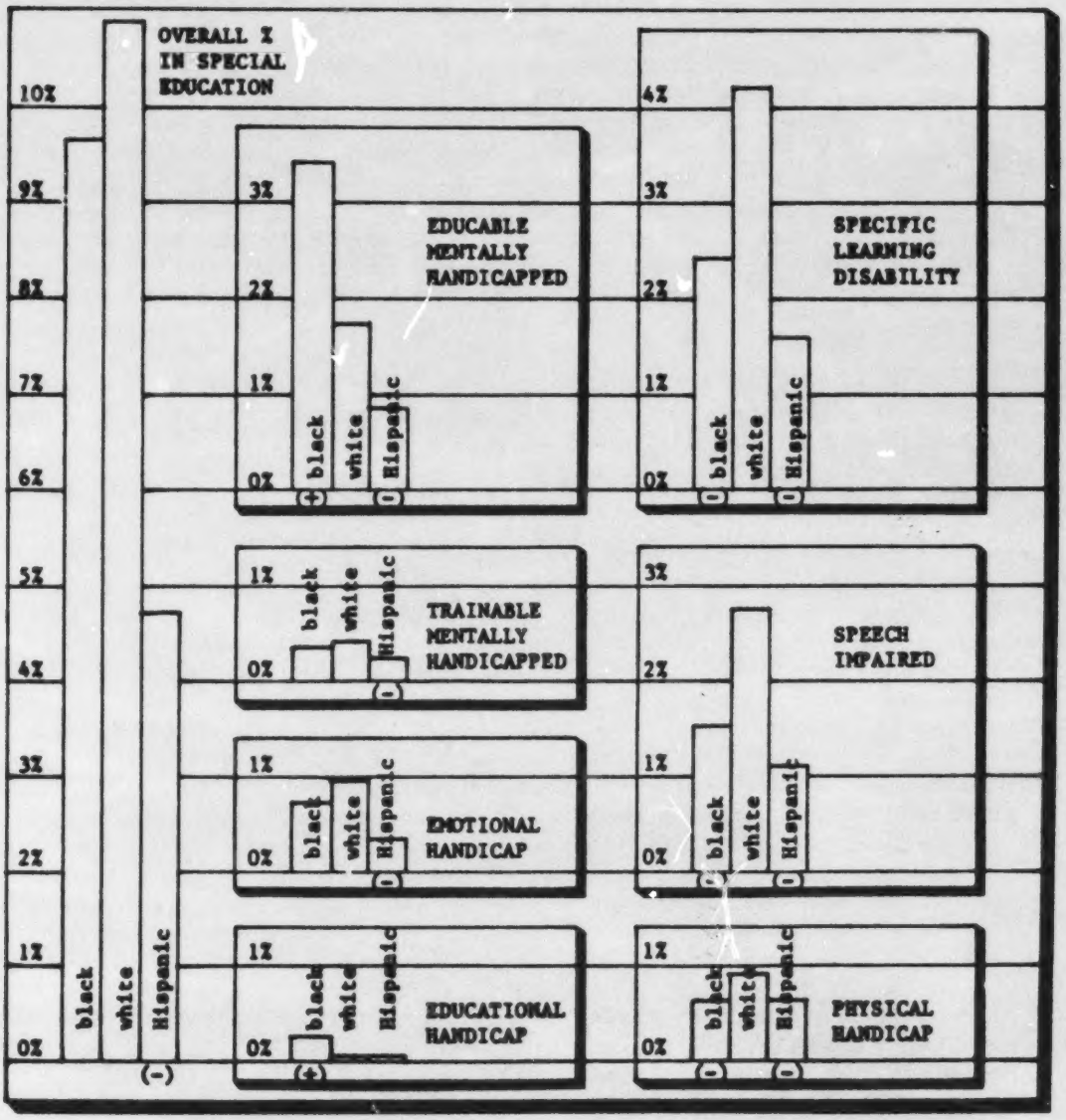
Note. From U.S. Department of Commerce News, July 17, 1981 CB81-118 as cited in The National Hispanic Center for Advanced Studies and Policy Analysis, 1982, p. 8.

New York City. As can be seen in Table 10, New York City ranks first in Hispanic population in the United States. Hispanics have been documented as comprising 40% of the handicapped children in the city (Linares, 1983). In a report issued in July 1980, which used October 1979 data, the following findings were generated about New York City enrollments: (a) While specific districts demonstrated disproportionate representation for those students referred to special education, citywide referrals were ethnically proportionate; (b) Hispanics were under-represented in SLD Resource Room Programs; and (c) Hispanics were the most severely under-represented group in private school placements for EH and EMR students (Tobias et al., 1980). These findings were again demonstrated in a report issued in March 1982 (Tobias et al.). These reports point to the need to collect data on a district-by-district basis rather than citywide, the need to look at public versus private school enrollment by ethnic group, and the need to study enrollment by program type and to analyze the possible reasons students are under-represented (e.g., lack of staff to provide certain types of programs).

Los Angeles. Limited data sources were located specific to Los Angeles, although unquestionably such data exists in quantity. In the OCR data reported in 1978, several patterns of disproportionate enrollment were apparent. These patterns are highly similar to the national trends of under- and over-enrollment of Asian and Hispanic students reported earlier (Killalea Associates, Inc., 1978). Using data from the same year, the Los Angeles Division of Special Education issued a compliance plan that described its intent to improve services delivered to LES/NES (limited- and non-English-speaking) students in the district. The plan defines assessment procedures, program development efforts, staff hiring and training efforts, and parental involvement efforts that would be undertaken to improve the disproportionate enrollment pattern that existed at the time for LES/NES students within the Division of Special Education (Los Angeles Unified School District, 1979). Using Los Angeles as an example, the need to compare enrollment figures not only on the basis of ethnic/racial composition, but also on the basis of language proficiency levels is demonstrated. In this manner it is possible to respond to evaluation, programming, staffing, and parental needs based on linguistic needs.

Chicago. Ranking third in Hispanic population in the nation, Chicago also demonstrates serious disproportionate enrollment patterns. Compared with White students, Hispanic students were consistently under-represented in special education, only half as likely as White students to get special education services at all. Chicago also demonstrated the pattern seen in New York City, where there were huge variations from one administrative district to another and from one school to another in terms of referral and placement rates. Even though the rates of enrollment for Hispanics were notably low, there were still questions raised regarding whether or not students were appropriately placed and served (Designs for Change, 1982) (Figure 3). Three reasons were cited as causes for the Hispanic under-representation: the use of bilingual

FIGURE 3
Rates of Participation in
Various Special Education Programs
in Chicago by Ethnic Group
(1980-81 School Year)



Note. From Designs for Change. Caught in the web: Misplaced children in Chicago's classes for the mentally retarded. ERIC Document Reproduction Service No. 231 910, December, 1982. p. 27. Reprinted by permission.

education programs to serve Hispanic handicapped children, the lack of bilingual special education teachers, and the existence of administrative directives designed to discourage the referrals of LEP Hispanic students to special education (Designs for Change, 1982). Since this report does not disaggregate limited-English-proficient (LEP) from English-proficient Hispanic students, it is difficult to substantiate the causes cited in explaining the under- enrollment pattern. However, since 1981 substantial efforts have been under way in Chicago to document the need for specialized services to be developed and delivered to limited-English-proficient (LEP) Hispanic students. Using the October, 1982 special education count taken, it was documented that 2,311 LEP handicapped students were enrolled in special education classrooms citywide. These students came from 38 non-English-language backgrounds. Hispanics constituted 88% of the population (2,030 students), the second largest population was Italian (41 students), and the next 10 language groups ranged from 33 to 11 students per language group. Due to the clear domination of Hispanic students in Chicago's LEP population, specific efforts have been under way to improve service delivery to this group.

In 1982, 38 Spanish-speaking teachers were identified as currently holding special education positions in the district. It was documented at that time that an additional 58 such teachers were required to serve the reported population. In addition, there was a need for small numbers of special education teachers speaking Italian, Arabic, Vietnamese, Korean, and Assyrian. Eight districts in the city accounted for 83% of the LEP handicapped population, with 21% enrolled in a single district. Learning disabilities teachers made up 47% of the bilingual special education staff and EMH teachers made up 22% (Benavides, 1983). Chicago's efforts in collecting data specific to the needs of the LEP handicapped population serve as a very useful model for other districts to follow. This interest in specialized data collection initially pointed to improvements needed in the reporting techniques used. Once an accurate accounting of students was accomplished, the patterns that emerged were very useful for program planning and staff development efforts. An additional procedure worth noting is the use of a local prevalence rate to predict and monitor enrollment patterns, rather than the use of a national figure. All of the comparisons and predictions made in Chicago use a 10.58% prevalency rate (local rate) rather than 12% (predicted national rate) as is commonly used in many studies (Benavides, 1984).

Disproportionate Representation Of Limited-English-Speaking/Non-English Speaking (LES/NES) Pupils

Using OCR data collected in 1978, a special summary was accomplished which listed and ranked 100 districts in the nation which most appear to warrant investigation for discrimination in the disproportionate placement of LES/NES pupils. Of these districts, the proportion of LEP students enrolled in special education classes ranged from 7% to 100%.

Sixteen districts had all of their limited-English-proficient (LEP) students enrolled in special education settings. More than 40 of the cited districts had 50% or more of their LEP students in special education classes. While actual numbers of LEP students in a given district may have been small, this apparent indiscriminate use of special education classes to serve LEP students warrants further investigation (Killalea Associates, 1978). Such information is useful to program planners and improves on the reporting of data purely by ethnic/racial categories which masks the needs of the LEP subpopulation. This report could have far greater impact if the data were analyzed, if follow-up monitoring in the cited districts were accomplished, and if the findings were made available to interested educators.

SPECIAL EXCEPTIONAL BILINGUAL STUDENT POPULATIONS

In this section a brief summary of published information is provided for the following groups: Native American, migrant, preschool, and LEP handicapped students. Readers with a special interest in any of these groups are referred to the original sources for a more comprehensive treatment of the issues briefly summarized here.

American Indian Exceptional Students

Table 1 provides data regarding the language groups served in Bilingual/Bicultural programs for American Indian and Alaskan Native students in 1981. As can be seen in this chart, while some language groups are reported separately, the bulk of this population is listed in an undifferentiated category. Projecting needs for this group is complicated by such reporting procedures. When attempting to consider the needs of the handicapped within this larger population, few resources could be located that provided such information. While by no means comprehensive or representative of all American Indian populations, the Annual Report of the Bureau of Indian Affairs (BIA) Advisory Committee for Exceptional Children, which lists the number of handicapped children receiving special education and related services by category in BIA schools, is one of the few published documents available regarding a portion of this population. Table 11 provides this data for the years 1980 and 1981.

As can be seen in these tables, large numbers of children are served in three categories: mentally retarded, speech impaired, and learning disabled. The LD category serves more than half of the students enrolled in special education settings. The so called "hard" categories of physical or sensory impairments have very low enrollments. These findings deserve comprehensive analysis to determine the causes for such patterns. The relatively low identification of deaf and hearing impaired children deserves special attention due to the prevalence of hearing loss for this group documented by Stewart (1983). In addition to this limited report, several sources were located that document staffing patterns. In general these sources point to the need for staff, and specifically the need for American Indian special education personnel, to properly serve existing populations of students (Anderson & Anderson, 1983; BIA Advisory Committee for Exceptional Children, 1981, 1982; Fracek, 1981, 1982;

TABLE 11
Bureau of Indian Affairs
Projected December FY 1980 Child Count

	Mentally Retarded	Hard of Hearing	Deaf	Speech Impaired	Visually Impaired	Seriously Emotionally Disturbed	Orthopedically Impaired	Other Health Impaired	Specific Learning Disability	Multi-Handicapped	Deaf/Blind	TOTAL
AREAS												
Aberdeen	87	9	1	355	4	8	9	6	375	10	1	865
Albuquerque	30	2	0	57	0	3	3	0	183	20	0	298
Anadarko	11	0	0	7	0	0	0	1	36	0	0	55
Billings	13	5	0	32	0	5	1	1	55	0	0	112
Eastern	73	1	1	53	0	22	0	7	144	3	0	304
Juneau	47	4	1	16	0	2	0	2	194	5	0	271
Minneapolis	5	4	0	49	0	2	3	2	25	3	0	93
Muskogee	1	0	0	0	0	0	0	0	14			15
Navajo	195	93	0	201	19	106	12	3	1021	122	0	1772
Phoenix	34	0	0	48	2	40	2	2	237	17	0	382
Portland	12	15	0	50	0	6	1	0	97	3	0	184
Institutionalized	104	0	9	1	0	30	2	0	7	120	0	273
Total	612	133	12	869	25	224	33	24	2388	303	1	4624

Number of Handicapped Children Receiving Special Education and Related Services

(December 1981 Child Count)

AREAS												
Aberdeen	127	10	4	446	2	36	6	8	435	20	1	1115
Albuquerque	15	2	0	56	0	2	2	0	138	24	0	239
Anadarko	8	0	0	12	0	2	0	0	86	0	0	108
Billings	4	5	0	14	0	13	0	0	54	2	0	89
Eastern	65	2	1	32	0	22	5	6	158	2	0	313
Juneau	43	7	0	15	1	3	0	1	193	8	0	271
Minneapolis	4	0	0	75	0	7	0	1	56	2	0	145
Muskogee	2	0	0	0	0	0	0	0	13	0	0	15
Navajo	239	62	1	184	9	68	10	3	1013	71	0	1665
Phoenix	34	0	0	51	1	50	1	0	282	13	0	432
Portland	16	4	0	37	0	7	1	5	111	2	0	183
Institutionalized	179	0	8	0	0	53	0	0	0	43	0	283
TOTAL	736	92	14	942	13	263	25	24	2561	187	1	4858

Note. Sources:

Bureau of Indian Affairs, Advisory Committee for Exceptional Children. The second annual report to the Department of the Interior. Washington, D.C.: U.S. Dept. of the Interior, Office of Indian Education Programs, November 1981.

Bureau of Indian Affairs, Advisory Committee for Exceptional Children. The third annual report to the Department of the Interior. Washington, D.C.: U.S. Dept. of the Interior, Office of Indian Education Programs, November 1982.

Ramirez & Tippeconnic, 1979). Two South Dakota studies point to a serious special education over-enrollment problem in that state, with 17-18% of American Indians enrolled in special education versus an 11% school enrollment rate (Fracek, 1981, 1982). These studies also document that American Indian staff make up only 1.5% of the "full-time" employees for schools which have a combined rate of American Indian student enrollment of 11%.

Gathering complete data for this population hinges on first accurately defining who is considered American Indian and then gathering comprehensive data in a variety of education settings, including public schools, BIA schools, and residential facilities, as well as out-of-school youngsters aged 3-21. The need for such data is critical.

Migrant Exceptional Students

Migrant students are a significantly underserved group in regard to special education and related services (Serrano, 1982; U.S. General Accounting Office, 1981). Assessing data is extremely problematic for this population of students. In many states no figures are available to show the number of migrant handicapped students, but in those with data, the figures suggest serious under-representation problems.

In a special issue of Exceptional Children (April 1982), various authors pointed out the plight of migrant exceptional students. Frith explained that while it is difficult to estimate the number of students in need of service, it is likely that the number is disproportionately high due to psychosocial disadvantages, minimal emphasis on migrant education in many localities, and limited continuity in educational programming. Perry stated that there is no accurate count of students identified or eligible for services, the types and relative frequency of handicapping conditions are unknown, the count of students being served is not known, and the types of service being received by those served are also not well-documented. Baressi proposed that the reasons migrant handicapped children are not identified are because many children are never enrolled in school, because they drop out early, or because their teachers do not become familiar with their needs due to sporadic attendance and frequent changes in enrollment. Mobile handicapped children may move before they are placed in a program even when assessment is accomplished, and those who are assessed may not be adequately assessed due to language and culture barriers. Phecha and Ward found that of those students identified, more tended to demonstrate serious or obvious conditions and thus were more likely to be referred. It was also noted that the development and transmission of IEP's caused problems in providing a continuous and appropriate education program to such students even if identified and placed. The combined findings of the sources given paint a picture of a group which is underidentified, poorly assessed, which receives inadequate programming, lacks continuity in services, and which may eventually drop out of school entirely. Figures for this group are almost nonexistent.

Preschool Exceptional Children

As stated earlier in this report, preschool children constitute one of the underserved groups principally because the bulk of services are aimed at elementary school children. Not all preschool children attend a preschool or day care program. Those who do participate in a variety of settings including public school programs, private day care and preschool programs, or Head Start programs, to name a few. Thus gathering data on this group would require compiling any existing figures from all of these settings.

As with the American Indian handicapped population, one source regularly published which permits some analysis of trends regarding this population is the Annual Report to the Congress of the U.S. Department of Health and Human Services regarding services provided to handicapped children in Head Start programs. In its eighth annual report (1981), it was reported that 12% of children enrolled in Head Start programs in 1980 were handicapped. Of these, approximately 59% were speech impaired; 12% were health impaired; 7% were emotionally disturbed; 6% were mentally retarded, orthopedically handicapped, or learning disabled; 4% were hearing impaired, and 3% were visually impaired. Less than 5% were deaf or blind (U.S. Dept. of Health and Human Services, 1981). This report also documented that 8.70% of students enrolled in Indian Programs and 6.91% of those enrolled in migrant programs had been identified as handicapped. In the ninth annual report these percentages had risen to 10.41% in Indian programs and 11% in migrant programs (U.S. Dept. of Health and Human Services, 1983). Since Section 13(e) of the Economic Opportunity Act of 1964, as amended (P.L. 93-644), requires that no less than 10% of the total enrollment in Head Start programs be handicapped students, the total percentage of students reported is not as meaningful as the separation of that population into the different categories. Other than the Indian and migrant subdivisions, we have no idea what proportion of the total population reported as handicapped are CLDE children. This report does confirm, however, the high proportion of children identified as speech impaired, a statistic also documented in OSEP data (U.S. Dept. of Health and Human Services, 1981). This tendency to identify large percentages of handicapped preschool children as speech impaired, as compared to the school aged handicapped population which has half this percentage served in the speech impaired category, warrants futher examination. Particular interest could be paid to the Head Start setting where the mandate to serve a certain percentage may increase the identification of children as speech impaired.

Services at the preschool level, while not adequately defined, do point to a need to ensure that diagnostic and instructional staff are adequately trained to identify disabilities and to intervene with CLDE children.

Limited-English-Proficient Exceptional Students

As was seen in the analysis of LEA data, some efforts have been made to collect information regarding the number of LEP students in special education settings. However, typically we have no idea what range of

proficiency is represented in the LEP category. Studies that report on LEP students need to specify the criteria used to define proficiency levels, the range of proficiency considered LEP, the native language ability of LEP students reported, and ethnic background of reported LEP students. Such refinements in the way data is reported could provide more usable information to program planners.

A major study that provides information on the LEP population in the United States is the Children's English and Services Study conducted by J. Michael O'Malley (1981, 1982). Other general sources that have reported on the number of non-English-language background and LEP students include a study by Oxford, Pol, Lopez, Stupp, Gendell, and Peng (1981) and census information gathered in 1980 (Knerr, 1982; Waggoner, 1982). While these studies have been used by educators to gather baseline data upon which to make projections of the numbers of handicapped LEP children of particular categories, they provide no concrete information regarding CLDE children. Thus, it is unfortunate that the bulk of studies regarding LEP students do not report on disabled LEP students, and the bulk of reports generated to document the numbers of handicapped children do not report effectively about the LEP subgroup.

Several studies and reports were located that do provide information regarding the LEP handicapped group. The data reported earlier on Chicago is such a study. Three other studies were located. Two of these studies were conducted in California.

In May of 1983 the National Center for Bilingual Research issued a report entitled Communication Disorders in Limited and Non-English Proficient Children, conducted by Linda Carpenter. The major findings of this report are as follows:

1. Approximately 20% of the children served by the survey respondents were reported to be LEP/NEP, which contradicts district level data suggesting that LEP/NEP communicatively disordered children comprised less than 1% of the students served.

2. The types of disorders demonstrated by LEP/NEP communicatively disordered students were of the same type and frequency as those in the general Communicatively Impaired (CI) population.

3. Speech clinicians have noted an increase in the number of LEP/NEP students in need of speech and language services in the last 3 to 5 years.

4. The presence of bilingual education programs influences speech and language services received.

Of the LEP/NEP students served, 82.71% were of Spanish language background, 13.70% were of Asian language background, and 3.59% were of other language backgrounds.

A more comprehensive study of LEP students was recently completed by Cegelka, Rodriguez, Lewis, Pacheco, and Santa Cruz, of the San Diego State University (1984). This report examines current state practices in educating handicapped LEP students of 11 disability types. The report generates information regarding the presentation of LEP students in special education, the prevalence of LEP in special education settings as compared to the total school population, the prevalence of LEP students by handicapping category, and the prevalence of identification as handicapped for each of six language subgroups. The only significant differences found in this study were in the case of prevalence of LEP under the categories of SED and Other Health Impaired. For all other categories, while differences were found, they were not significant. The prevalence of handicapping conditions was documented as 11.08% for LEP students and 8.01% for the general student population, while the prevalence of limited English proficiency was reported as greater among the general school population (11.01%) than among the handicapped population (7.36%). The study gathered information on district practices relative to identification, screening, assessment, IEP development, and program placement as well as on due process procedures, parent participation, and perceived teacher inservice training needs. A second portion of the study focused on the identification of promising practices in the educational service delivery for handicapped LEP students. The findings of this study and the recommendations made for future research concerning the LEP handicapped population promise to be very useful to educators planning programs for CLDE students, especially along qualitative lines.

A final study located was one conducted by Gilbert L. Delgado in 1980 concerning hearing impaired children with non-native home languages. This study found that an estimated 7% of children from non-English-speaking homes in the U. S. were hearing impaired. Of the programs surveyed, 40% reported at least one child from a non-English-speaking home. Of the group of children from non-English-speaking homes, 51% had additional handicaps. The study also reports on numbers of hearing impaired children from outside the U. S., and documents instructional practices implemented with the students in the programs surveyed. While the study does document that the numbers of hearing impaired children from non-native-language homes are increasing, important information regarding the proficiency of the students is missing. Due to lack of communication with the home, respondents were often not certain of the language spoken there, so this information is also lacking. However, a total of 21 languages other than English were reported, the predominant language being Spanish, followed by Portuguese, Vietnamese, and several East Indian languages and dialects. A contribution made by the study is the delineation of specific areas in which research is needed regarding this population under the broad categories of assessment, language, culture, and demography.

In summary, various studies do exist that provide information about the LEP handicapped population. All of the studies conducted thus far have limitations. Those that point to specific needs for future research have made important contributions in defining the scope and nature of such efforts.

MONITORING THE DELIVERY OF SERVICES TO CLDE STUDENTS: RECOMMENDED PRACTICES

By collecting accurate and comprehensive data regarding the CLDE population, more fruitful monitoring activities could take place. These would include analyzing the accuracy of referrals of CLDE students made by classroom teachers, the ability of current assessment practices and personnel to diagnose disabilities for the CLDE group, the accuracy of placements made for CLDE students, the effectiveness of instructional services delivered, and the adequacy of programs and staff selected to meet the specific needs of CLDE students. Monitoring efforts conducted thus far have been undertaken by the Office of Civil Rights, community action groups, court actions, or the result of state or district self-checks initiated due to the desire to understand service patterns.

Monitoring recommendations made in the documents used for this report include the following (Benavides, 1984; Designs for Change, 1982; Jones-Booker, 1977):

1. School districts should collect and analyze information regarding the number of referrals to special education by language proficiency level, within each ethnic group by individual attendance center. Such disaggregation is sorely needed in the data reported.

2. School districts should report the numbers of CLDE placements in various special education programs by type of placement (resource room, private school placement, etc.). Effectiveness of placements should be monitored, especially those that are more restrictive.

3. The state education agency (SEA) should conduct an investigation in any school system that demonstrates disproportionate patterns of minority enrollment, both for the possible misclassification of children and the adequacy of services received.

4. The SEA should create positive incentives (i.e., funding) for the school districts to classify and serve CLDE children accurately.

5. Districts should develop special administrative policies that encourage solutions to problems of misclassification and disproportionate enrollment for CLDE students.

6. SEA staff responsible for monitoring programs should be representative of the populations they serve. Minority representation in such staffs is important.

7. Monitoring efforts need to take place on site, not through reports. Follow-up visits are recommended. Funding for these activities should be provided.

8. Enforcement procedures need to be developed. Financial control is suggested.

9. When students are moved out of a categorical program, special efforts should be undertaken to monitor treatment and progress.

10. Transition from a bilingual/ESL program to the general education classroom is an important juncture to study. Many bilingual students are referred to special education at this time of transition.

11. Emphasis should be on providing prereferral solutions in the general education or bilingual classroom; in addition, districts should provide training to educators regarding how to identify ethnolinguistic minority students in need of referral.

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